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NATIONAL CAPITAL PLANNING COMMISSION
1325 G STREET NW.
WASHINGTON, D.C. 20576

IN REPLY REFER TO:
NCPC File No. MP91

JAN 22 1982

STAT

Acting Director of Logistics
Directorate of Administration
Central Intelligence Agency
Washington, D.C. 20505

STAT

In response to your request, the National Capital Planning Commission, at its meeting on January 21, 1982, approved the enclosed report to the General Services Administration and the Central Intelligence Agency on the revised Master Plan for the Central Intelligence Agency, Langley, Virginia.

Sincerely,

Reginald W. Griffith

Reginald W. Griffith
Executive Director

Enclosure

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NATIONAL CAPITAL PLANNING COMMISSION
1325 G STREET NW.
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NCPC File No. MP91

CENTRAL INTELLIGENCE AGENCY
LANGLEY, VIRGINIA
REVISED MASTER PLAN

Report of Commission to the General Services Administration and the Central Intelligence Agency

January 21, 1982

The Commission:

1. approves the Revised Master Plan for the Central Intelligence Agency, Langley, Virginia, as shown on NCPC Map File No. 2201.10(05.12)-29100, sheets 1-17, and contained in the document entitled "Master Development Plan/ Master Utility Plan, Central Intelligence Agency, Langley, Virginia" dated November 1981, except the proposed off-site road improvements contained therein;

2. recommends that, in the continuation of planning for the implementation of Phase I of the revised master plan, the General Services Administration and Central Intelligence Agency:

a. continue to assist the Virginia Department of Highways and Transportation (VDH&T) and the Fairfax County Government in coordination with the citizens of the area, in selecting, from the range of off-site roadway improvements proposed in the revised master plan and proposed by VDH&T, an appropriate program of off-site roadway improvements, giving special care in selecting and planning such improvements to minimize their impact, to the extent possible, on the surrounding community and the CIA site, while meeting the traffic needs at this location;

b. secure funding through the U. S. Department of Transportation or direct appropriations for the recommended off-site roadway improvements prior to proceeding with the Phase I development; and

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c. coordinate with the National Park Service in providing additional informal landscaping on the Turkey Run Park side of the west perimeter fence, in conjunction with the landscaping proposed inside the fence line, to improve the appearance of the public entrance to the park; and

d. continue to assist the Fairfax County Public Works Department in its planning for needed modifications to the existing facilities in the adjacent sewage pumping station and secure funding for the necessary improvements; and

3. recommends that, in the planning for the implementation of Phase II of the revised master plan, GSA and CIA locate and design all planned facilities so as to minimize impacts on the rural character of the Scattergood Thorne tract.

Related Recommendations

The Commission requests that VDH&T and the Fairfax County Government, in coordination with GSA and CIA, jointly resolve a proposal for specific roadway improvements necessary at the Route 123--Route 193 intersection.

* * *

BACKGROUND AND STAFF EVALUATION

Description of Proposal

Location and Surroundings

The CIA headquarters is located on a heavily wooded site of 213 acres at Langley, Virginia. It is bounded on the north and partially on the east by the George Washington Memorial Parkway (GWMP), with the Potomac River located nearby, bordering the parkway. The Savile Lane neighborhood, an area of single family, detached homes is located adjacent to the remaining portion of the east border. Virginia State Routes 123 (Dolly Madison Boulevard) and 193 (Georgetown Pike) border the tract on the south, with single family residential areas located beyond. Two Federal tracts, the Federal Highway Research Station (FHWRS) and Turkey Run Park, border the CIA site on the west. The Turkey Run Park land is under the jurisdiction of the National Park Service, but a 53 acre portion of the tract, located along Georgetown Pike adjacent to the CIA, is operated under a permit by the Fairfax County Park Authority as Langley Fork Park. Turkey Run Farm, located in the portion of Turkey Run Park just west of the CIA and FHWRS, is now operated by a private, non-profit organization under an agreement with the Park Service. The revised master plan covers (as did the 1972 plan) the Scattergood Thorne tract, a 32 acre site along the southwestern

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border of the site, which is currently held in a life estate and will eventually become Federal property. In addition, it covers a seven-acre tract of land along the west side of the Scattergood Thorne tract under the jurisdiction of GSA.

General Program and Changes from 1972 Plan

Under the provisions of the revised master plan, the CIA proposes to consolidate on the Langley site those employees who currently work in six other locations in the National Capital Region (two in the District of Columbia and four in Virginia). The plan provides for the construction of 1.14 million gross square feet of new office space compared to one million square feet of space proposed in the preliminary master plan in 1972. The principal change in the revised plan is the proposed development of the needed office space in a single new structure rather than in dispersed smaller building clusters to the south and west of the main building in a campus type setting as shown in the earlier plan. In addition, the 1972 plan proposed two parking garage structures as well as a large surface parking lot on the Scattergood Thorne tract and the west parking lot was proposed to be expanded. The revised master plan proposes one structure with 2,525 parking spaces, located on the existing west parking lot and representing a net increase of 1,000 spaces over the existing 5,110 employee spaces (including parking on-street within the tract). No new major surface parking lots are proposed in the revised plan. The total 6,202 employee spaces proposed in the revised plan is consistent with the total number of spaces proposed in the 1972 plan.

The other principal changes between the 1972 plan and the current submission include the elimination of the west section of the perimeter road proposed in the 1972 plan to be sited adjacent to the FHWRS property. In the revised plan a new west section of the perimeter road would be located just west of the printing plant and power plant allowing more room for screening on the western border. A new service and utilities complex in the 1972 plan, which would have incorporated the existing motor pool, is no longer proposed. The motor pool is proposed to remain.

In the 1972 plan the existing home and adjacent buildings on the Scattergood Thorne tract were proposed to be removed, and, in addition to a new parking garage and surface parking lot, a new visitor reception center was proposed on the tract. Under the revised plan, the existing buildings on the tract would be incorporated into a secure conference center, and an underground records center would be developed. Vegetation on the tract under the revised plan would be largely unchanged. The revised plan provides for more landscaping, particularly in the area southwest of the existing motor pool along the Turkey Run Access Road and in the area on the east border of the site along Savile Lane.

Phasing of Site Development Proposals

The new developments included in the revised master plan are proposed to be carried out in two phases. The first phase would involve all proposed development on the existing CIA tract, with the second phase to include those developments proposed on the adjacent Scattergood Thorne tract. The principal development in Phase I would be the 1.14 million gross square feet of office space in a single structure located immediately west of and joined to the existing headquarters building through corridors adjacent to the existing cafeteria on the first floor level. The new building would be the same height as the existing structure, approximately 120 feet.

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three level 2,525 space parking structure located in the northern portion of the existing west parking lot. The parking garage would have a gross floor area of approximately 705,000 square feet. The garage would be sited to take advantage of a change in elevation in the northern portion of the lot by placing two levels of the facility below the main surface of the lot, with one additional level approximately 10 feet above the main surface level.

Other facilities in Phase I would include a 4,000 square-foot reception center along a widened entrance road into the site from Route 123, new utilities, and a relocated roadway between the existing north gate and south parking lot. Phase I would also include landscaping associated with the new structures, the additional screening along the western site perimeter adjacent to the Turkey Run Access Road, landscaping associated with the reduction and reconfiguration of the south and west parking lots and reconfiguration of other paved areas, and the new screening proposed in the GSA nursery area in the eastern portion of the site adjacent to Savile Lane.

The Phase II development, on the Scattergood Thorne tract, cannot be scheduled until the site becomes Federal property under the terms of the present life estate. The facilities in Phase II would include the underground records center of approximately 50,000 gross square feet, the secure conference center incorporating existing buildings on the site, a field approximately 150 feet by 350 feet in which telecommunications antennae with a maximum height of approximately 50 feet would be located, an extension of the new perimeter road proposed between the north gate and south parking lot in Phase I through the tract to the vicinity of the new reception center, and additional driveways.

The existing north parking lot and the printing plant, power plant, and motor pool, which are located west of the main building, would remain largely unchanged under the revised master plan. The principal changes affecting these facilities would be adjustments in access necessitated by the proposed relocation of the west perimeter road between the north gate and south parking area.

Land Use

The principal effect of the revised plan on existing land uses on the site would be an increase of 10.2 acres in the land devoted to administration to accommodate the new office building. The plan also proposes an increase of 2.6 acres in the land area devoted to service and storage use. The amount of land devoted to parking would be reduced by 3.5 acres under the provisions of the revised plan, with a net reduction in the land devoted to open space and recreation use by 9.3 acres. The proposed land use changes on the existing CIA site are shown in the following table:

CHANGES IN LAND USE

	Acres		Percentages	
	Existing Conditions	Master Plan	Existing Conditions	Master Plan
Administration	26.3	36.5	12.3	17.1
Service & Storage	9.4	12.0	4.5	5.6
Recreation	6.7	4.4	3.1	2.1
Surface Parking	35.1	26.3	16.5	12.3
Structured Parking	----	5.3	----	2.5
Buffer/Open Space	135.7	128.7	63.6	60.4

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The proposals for the Scattergood Thorne tract provide for 26 acres to be devoted to buffer/open space use, with the remaining six acres to be devoted to administration for the new underground records center and secure conference center. The seven acre GSA tract west of the Scattergood Thorne tract is designated for buffer/open space use.

Precise land use data are not available for the 1972 plan. Staff calculations indicate, however, that because of the more compact parking and building proposals of the revised master plan the area in the existing site and Scattergood Thorne tract devoted to administrative and parking use under the revised plan would be roughly 20 acres less than that required for these uses in the 1972 plan. Correspondingly, the revised plan has approximately 20 acres more in buffer/open space and recreation uses than shown in the 1972 plan.

Transportation

Under the revised master plan vehicular access to the site would be through the existing three gates. The north gate from the GWMP and the south gate from Route 123 are main gates through which employees and visitors now pass. Under the revised master plan visitors would be restricted to the south gate where they would be received through the new visitor reception center. The third gate, which provides access to the west parking lot from the Turkey Run Access Road, would be unchanged and continue to be restricted to employees only. Under the 1972 plan the west gate and entrance road would have been widened.

Within the site the principal transportation improvements would involve the relocation of the west perimeter road section and the provision of the single new parking garage. The new location of the west perimeter road section will consolidate the printing plant and power plant facilities within the central area, leaving the west parking lot and garage and the Agency motor pool outside the central area. Loading docks would be incorporated in the new office structure.

The proposed parking program has been limited to 1,000 additional spaces in the site consistent with recommendations first made by the Commission in 1963 and confirmed in the Commission's approval of the 1972 master plan. Because the adjacent sections of the GWMP and Route 193 are nearing saturation during peak hours the CIA has proposed and provided written commitments to a management plan that the submission indicates will not generate additional traffic during morning and afternoon peak hours or contribute to substantially lower levels of service on the surrounding roadways. The principal management feature will be expanded staggering of work hours, but the management program will also involve increased carpooling and vanpooling to insure the adequacy of the 1,000 net new spaces for the 3,000 additional employees on the site.

Although no increase in morning and afternoon peak traffic is projected for the CIA site, the revised plan, in recognition of current deficiencies in off-site roads, includes certain off-site road modifications to reduce congestion at the Route 193-Route 123 intersection. These improvements include:

> realigning Route 193 eastbound at its intersection with Route 123 northbound to allow a longer weaving distance and better sight distance;

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widening the ramp leading into the CIA from Route 123 northbound to two lanes to accommodate more vehicles waiting for the green signal;

updating the signal system to be demand-responsive, including the three signals within the interchange area; and

providing an exclusive left turn lane on Route 193 eastbound at the Turkey Run Access Road.

Funding for these improvements would have to be obtained by CIA through the U. S. Department of Transportation or direct appropriations.

Employment and Housing

As noted above, the revised master plan provides for the consolidation of 3,000 additional CIA employees on the site. The total number of employees at the site is classified, but the CIA advises that the current level is approximately 1,000 employees below the level at the time of Commission action on the 1972 preliminary master plan. In its action on the 1972 plan the Commission confirmed its 1963 recommendation that increases in employment on the site be limited to 2,000 employees above the 1963 (and 1972) level. The CIA advises that, because of the reduction by 1,000 employees on the site in the last decade, the addition of 3,000 employees now proposed in the revised master plan is consistent with the earlier figure and will result in the same net total of employees. The reduction in employees over the past decade, according to the CIA, resulted from displacement to house computers and other equipment.

Because employees being relocated to the site are currently employed in the National Capital Region, GSA and CIA have not identified any housing requirements associated with the consolidation. The vast majority, 78%, of the employees to be relocated to the site presently live in Virginia. Eight percent live in the District of Columbia, and 14% live in Maryland.

Previous Commission Action

On December 7, 1972, the Commission approved the preliminary Master Plan for the Central Intelligence Agency, Langley, Virginia, as shown on NCPC Map File No. 2201.10(05.12)-26978, with the recommendation that, in the preparation of the final Master Plan, the Central Intelligence Agency:

1. maintain a minimum 50-foot landscaped buffer between the Federal Highway Administration's site and the proposed new ring road by moving the northwest building cluster further south;

2. integrate parking within major new buildings, in addition to providing parking structures and phase out surface lots to conserve land and reduce impervious surfaces; and

3. develop the proposed loop road on the periphery of the site to carry the primary traffic and utilize the existing road through the center of the site for secondary and service traffic.

The Commission also recommended that the Scattergood Thorne tract and other GSA controlled properties on the south boundary of CIA be retained as low intensity open space use in this wedge area to provide a landscaped screen for the CIA Headquarters. If this property is developed by CIA the natural features of the site should be preserved and surface parking held to a minimum.

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Response to Commission Recommendations

The revised master plan responds positively to the recommendations of the Commission on the 1972 plan, as follows:

1. The west perimeter road no longer is proposed to be relocated along the Federal Highway Administration site boundary, and the existing buffer area, which is considerably wider than 50 feet, will remain. The new office cluster proposed in this portion of the site in the 1972 plan has been deleted.

2. As noted, a new parking garage with 2,525 spaces is proposed and no new surface parking lots are proposed. The total area proposed to be devoted to parking is reduced by 3.5 acres in the revised plan.

3. The relocated section of the west perimeter road and the future extension of this road, in Phase II, through the northern portion of the Scattergood Thorne tract will provide a complete perimeter loop road to carry primary traffic as recommended by the Commission. Other internal roads will largely constitute driveway and service roadways.

4. Under the revised plan the development on the Scattergood Thorne tract will be sufficiently limited to provide for the retention of virtually all of the existing wooded areas on the site. Limited parking areas for the underground records storage facility and the secure conference center would be provided, but the major employee parking lot and parking garage proposed in the 1972 plan have been deleted.

Environmental Impact

Pursuant to P.L. 91-190, the Central Intelligence Agency and the General Services Administration have determined that an environmental impact statement is not required for the proposed revised plan. In lieu thereof, an environmental assessment has been submitted.

The most significant impacts as a result of the revised master plan are those relating to subsurface and landform. The revised master plan will have severe impact on the area's subsurface and geological environment. The proposal would result in a large amount of excavation and spoil removal. According to the environmental assessment, up to 70 feet of overburden would be required to be removed from an area roughly 240,000 square feet in size (355,000 cubic yards). The assessment also advises that this substantial soil removal along with the clay-content of the soils could cause an upward movement in the underlying soils.

Land forms and surface drainage will be altered significantly. The amount of impervious area will increase by approximately eight acres and runoff by twelve percent.

Currently, some of the roadways in the area of the site are functioning below desired levels of service in either the AM or PM rush hour period. According to the assessment, traffic loads generated by the proposed consolidation could, if unregulated, create additional traffic congestion problems off-site. The CIA has proposed staggering work hours to spread out the impact

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of increased traffic flows during the AM and PM peak hour periods. In addition, off-site roadway and intersection improvements have been proposed to ease traffic congestion.

Regional Coordination

Upon being advised by GSA and the CIA in the Spring 1981 that planning was being initiated for a revised master plan for the Langley site, the Commission staff recommended that an early consultation meeting be conducted with affected local, regional, and state officials. This meeting was arranged by the Commission staff, in conjunction with the Fairfax County Office of Comprehensive Planning, and was held in the Massie Building in Fairfax, Virginia, on July 21, 1981. Participants included representatives from several Fairfax County offices, the Virginia Department of Highways and Transportation, the Council of Governments, the National Park Service, GSA and CIA and their consultants and the Commission staff.

The early consultation meeting provided introduction between the Federal agencies and their consultants and local, regional and state officials that facilitated coordination as the planning proceeded. Although this coordination has not led to complete agreement among all parties on the analyses and transportation proposals, it has contributed significantly to the planning process for this major undertaking.

Federal Regional Referral Process

The revised master plan was referred by the Commission for review and comments to the Virginia State Clearinghouse, the Metropolitan Washington Council of Governments, the Northern Virginia Planning District Commission, the Fairfax County Government, and the Virginia Department of Highways and Transportation, Northern Virginia Division.

The Virginia Council on the Environment has responded on behalf of the State Clearinghouse, transmitting comments of several state agencies. In summary these comments include:

1. expressions of concern by the Department of Highways and Transportation about the adequacy of the traffic impact analysis provided in the master plan and the provision of detailed recommendations for a more elaborate plan of off-site improvement, including overpasses at the Route 193 - Route 123 intersection and at the entrance into the CIA;

2. a recommendation by the State Research Center for Archeology for a thorough archeological survey of all areas subject to grade disturbances; and

3. an indication that the State Department of Health does not concur in the project because of concern that the sanitary sewage pumping capacity of the adjacent Fairfax County Pumping Station would be inadequate to handle projected flows if the largest pump in the facility were out of service.

The Council of Governments Transportation Planning Board expressed disagreement with one assumption in the traffic analysis, but noted that the analysis appears reasonable. The TPB recommended that a firm commitment be provided by the Federal Government for the off-site road improvements proposed in the revised master plan. In addition, the TPB incorporated transportation recommendations of VDH&T and the Fairfax County Government, recommending that:

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"1. the roadway improvements proposed, plus additional improvements deemed necessary and being proposed by the Virginia Department of Highways and Transportation in separate comments, should be considered as the absolute minimum that needs to be done as part of the proposed development plan;

2. the CIA should be responsible to provide for monitoring the traffic impact of the development, to the end that additional improvements may be made by the Federal Government in the event that the initial improvements prove to be inadequate; and

3. the recommended roadway improvements and the proposed CIA development be treated as a unit. The roadway improvements should be an integral and essential part of the overall development, and therefore a commitment in its implementation."

The Fairfax County Government also expressed concern about the traffic analysis and the adequacy of the proposed off-site road improvements. The County noted that those off-site improvements proposed in the revised master plan would represent the bare minimum improvements that should be undertaken and requested assurance that additional improvements would be undertaken if these proved inadequate. In that regard, the County requested that traffic be monitored as the plan is implemented to determine the adequacy of the improvements.

The County Government also expressed concern about the disposal of excavated material from the proposed development, since the plan and environmental assessment do not have definitive proposals for disposal.

The Northern Virginia Planning District Commission recommended favorable action on the proposals and urged that the Federal agencies involved make a commitment to construct the minimal highway improvements in the plan prior to occupancy of the expanded facility, monitor traffic volumes following occupancy, and fund additional highway improvements if deemed necessary by VDH&T, Fairfax County, and the Federal Highway Administration in conjunction with the monitoring. The Commission also urged that the Federal agencies involved work closely with Fairfax County to resolve any other concerns of the County.

Reports of the agencies that reviewed the revised plan are contained in NCPC File No. MP91.

Community Participation

A presentation of the plan was made at a meeting of the Board of Directors of the McLean Citizens Association, which was open to the general public and well attended, on December 2, 1981. At that time several issues and expressions of concern were raised, including: concern about traffic impacts, particularly impacts of traffic at the Turkey Run Access Road intersection with Route 193, impact of the visitors center at the Route 123 entrance on traffic on Route 123, firmness of commitment of CIA to the transportation management strategies in the plan, and the distribution of projected traffic on surrounding roads (citizens felt that more of the traffic should be assigned to the George Washington Memorial Parkway); the possibility that CIA electrical power needs could result in the need for additional power lines through Evermay and adjacent neighborhoods; the potential for radiation or radio and television

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reception interference from antennae proposed in Phase II of the revised plan; and the current level of maintenance and future treatment of the land in the CIA tract along Savile Lane known as the Revercombe tract.

Following on open discussion of the proposal a preliminary action of the Board of Directors was approved stating, "(t)hat the MCA Board of Directors urge CIA to commit firmly to include as an element of its plan the acquisition of funds to provide a minimum level of improvements to off-site roadways, including the GW Parkway entrance to the CIA, which would provide safe access, egress and thoroughfare adjacent to the CIA site. The CIA should also be urged to consider alternatives to the suggested plan for handling CIA traffic in and out on Turkey Run Access Road and across Routes 193 and 123. A final position cannot be arrived at until the Environmental Impact Statement (GSA Ten-Year Space Acquisition Program, National Capital Region, Areawide Environmental Impact Statement, August 1981, draft, to which reference is made in the environmental assessment for the revised master plan) and Environmental Assessment have been carefully reviewed." This preliminary recommendation will be subject to revision at the January 6, 1982 meeting of the MCA Board of Directors, when minutes of the December 2, 1981 meeting are submitted for adoption. The Commission will be advised at its January 7, 1982 meeting if the position of the Board of Directors is changed or reported differently.

Evaluation of Master Plan

The extensive review of the revised master plan for the CIA site has raised many issues, many of which have been wholly or tentatively resolved through commitments by the CIA to future actions, the provision of additional information, or mitigation measures already planned. A brief summary of these issues, with emphasis on remaining problems to be addressed, is provided for a thorough review of the concerns and issues raised.

Transportation

By far the most critical issues raised have been concern over the adequacy of the traffic analysis in the plan, the firmness of the commitment of CIA to the traffic management measures incorporated in the plan, and concern over the adequacy of proposed off-site road improvements. As noted, concerns in these areas were raised by most of the governmental bodies that reviewed the plan and the McLean Citizens Association.

In one sense GSA and the CIA have been placed in a dilemma by the reaction to the traffic management strategies outlined in the plan. The use of traffic management strategies to reduce automobile traffic and to spread the traffic and lessen peak hour impacts is an approach that has been encouraged by the Commission and COG for the past several years as a means to reduce air pollution and traffic. Generally the use of such strategies is complemented by restrictions on new traffic carrying capacity and parking facilities as a means of insuring that heavier traffic loads will not be generated. Because the Commission had in 1972 recommended a tight restriction on any additional parking at the Langley site, GSA and CIA placed emphasis on management strategies that are planned to minimize automobile traffic to the site and spread this traffic beyond its current peak hours. Their consultants concluded that by employing these strategies the need for new roadway improvements could be avoided. The off-site roadway improvements included

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in the plan were intended to correct current deficiencies rather than to accommodate increased demand.

Some of the agencies that reviewed the plan, particularly VDH&T, which has jurisdiction over adjacent Routes 123 and 193, questioned the likelihood of success of the management strategies and expressed serious lack of confidence that the strategies would produce the types of traffic impacts outlined in the plan and the environmental assessment. Furthermore, several agencies, including VDH&T, expressed serious reservations about several aspects of the overall traffic analysis, including concern about the validity of certain assumptions over and above the assumptions made relating to the management strategies. Meetings were held in an effort to resolve the analytical differences, but agreement was not reached. Fundamental approaches to the subject appear so different among the parties involved that the focus has shifted from analysis, where agreement appears unlikely, to consideration of specific plans for roadway improvements to address traffic needs.

Based on its analysis VDH&T has proposed a program of off-site roadway improvements that involves more elaborate and costly construction than that proposed in the revised master plan. The VDH&T proposal includes a proposed fly-over ramp on Route 193 eastbound over Route 123 westbound and two fly-over ramps at the Route 123 entrance into CIA. Several citizens of the area and elected officials have expressed serious concern about the aesthetic and traffic impacts of such a proposal. CIA has been willing to work with VDH&T and the County Government to resolve their concerns about the adequacy of the off-site roadway improvements. Quite naturally, however, CIA also wishes to cooperate with its neighbors in resolving plans for the off-site improvements in a manner that will not result in serious and unacceptable adverse impacts.

The main alternatives available to the Commission in its action with respect to this issue appear to be to (1) approve the revised plan with the off-site roadway improvements as proposed by GSA and CIA, (2) approve the revised plan except the off-site roadway improvements, with the request that GSA and CIA assist VDH&T and the County Government, in coordination with the community, in an effort to select, between the improvements proposed in the revised master master plan and those improvements proposed by VDH&T, a plan for off-site roadway improvements that is most acceptable to all parties, and (3) disapprove the revised plan until the matter is fully resolved and funding is obtained for the proposed off-site improvements.

The second course of action is the most desirable and is recommended. Special effort should be made by all parties to this course of action to select and plan for off-site improvements with the objective of minimizing, to the extent possible, their impact on the surrounding community and the CIA site. Withholding approval at this time until the issue is fully resolved and funding is obtained would not be productive, since Commission approval of the revised plan will be an important consideration in the funding process. The CIA will have to seek funds for the off-site improvements through the U. S. Department of Transportation or direct appropriations, and a favorable Commission position will be of assistance in this effort.

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The proposed off-site improvement alternatives do not address the recommendation of citizens that additional CIA traffic be assigned to the parkway, reducing traffic on Routes 123 and 193. The staff does not believe, however, that additional traffic can or should, as a practical matter, be assigned to the parkway. The portion of the parkway adjacent to the CIA is currently used at capacity in the evening peak hours. The staff believes that, since the loading on the parkway is already so severe, no further effort should be made to redistribute traffic assignments to the parkway. The concern of the community regarding congestion at the Turkey Run Access Road and Route 193 intersection can and should be addressed by the public agencies and citizens in their further consideration of improvements for the Route 193/123 intersection.

CIA advises that, whatever alternative is selected for off-site improvements, it is still committed to the traffic management strategies outlined in the plan. The Agency should continue to be encouraged to vigorously employ these strategies since they will be essential to making its parking program successful. The Agency should continue to coordinate with VDH&T and the County in the detailing of its plans for staggered work hours to insure that its traffic is distributed in a manner that will help to minimize impacts on the surrounding roadways, while maintaining the ability of the Agency to meet its mission effectively.

Economic Impact

The principal economic issue related to the revised master plan is the impact of the CIA's vacating office space currently occupied outside the Langley site. Of the space to be vacated, 587,000 net square feet is in leased space in four areas in Virginia and 88,000 net square feet is Federal space in two buildings in the District of Columbia. About 300 of the 3,000 employees to be relocated to Langley work in the District, with the rest in Virginia.

GSA advises that the Federal office space in the District will be used to meet other Federal space needs and that there should be no net reduction as a result of the move of jobs in the District. GSA cannot formulate precise plans at this time for backfilling or continuing to lease the facilities now occupied by CIA in Virginia. It notes, however, that GSA leases covering from three to five million square feet of space expire annually in the Region and that the space to be vacated by CIA will be treated as other leased space in determining whether the leases would remain in its inventory.

Aesthetic Considerations

One of the major objectives in the master planning effort has been to accommodate the CIA needs without sacrificing the visual shielding of the CIA facilities from outside the site. This objective contributes not only to the CIA security but also to the appearance of the site from the adjacent roads. The revised plan includes several site sections which show the impact on views into the site of the new facilities planned.

The new office building is, as noted, to be equal in height to the existing main building. As proposed to be located, the new building with the proposed 120 foot height limit, would be shielded from most outside views. The

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existing building is partially visible from limited areas in the winter when foliage is absent, and parts of the new building will likely be also. The proposed three level parking garage has been placed in a lower portion of the west parking lot so that, from Turkey Run Access Road, it will not protrude above the screen of trees along the east side of the road.

The Scattergood Thorne tract is framed by heavy borders of trees partially on-site and partially off-site around the entire boundary of the rectangular tract. A large rural type home and several out-buildings are located in the south central part of the site, screened by the existing woods from the Route 123-Route 193 intersection. Another wide stand of trees extends north-south through the site along a line just west of these buildings. The rest of the site has a lawn or meadow type character with scattered trees. The improvements proposed in the revised master plan will have considerably less impact on the site and views into the site than the large parking garage and surface lot proposed in the 1972 plan. All improvements proposed in the revised plan would be located north of the existing home, well screened by the existing wooded areas. The use of the existing buildings in a secure conference center will also contribute to the preservation of the existing character of the site.

Care should be taken, however, to insure that the improvements that are planned will have as little impact as possible on the rural character of the site. This character enhances the entrance and overall setting for the CIA headquarters and makes a major contribution to the overall visual quality of the community as a whole. Particular care should be taken in the design of the underground records center and the small parking lot and other improvements in the proposed conference center and in the siting of the antennae in the proposed antenna field to minimize changes to and impacts on the character of the site.

With respect to this issue, the Commission has the alternatives of raising the matter at this time and urging special care in the design phase or waiting until preliminary plans for Phase II are prepared to determine if comments are needed, since the proposals of the revised master plan are so promising with respect to treatment of the site. In view of the valuable contribution of the site to the community and CIA site character, it appears desirable to make special note at this stage of the Commission's interest in the protection of the site, recommending that effort be made in the detailed planning for Phase II to protect and enhance its rural character.

Landscaping

As recommended by the staff early in the planning process, GSA and CIA have included landscaping along the Turkey Run Access Road to screen the existing motor pool and better screen the west parking lot and new parking garage site. This landscaping and the other landscaping proposals in conjunction with the proposed new developments and along Savile Lane represent commendable proposals which should help to improve even further the excellent landscape quality of the site. An additional landscaping effort along Turkey Run Access Road should be considered in coordination with the Park Service. This effort should be directed toward placing additional scattered and informal landscaping along the west side (outside) of the CIA fence and power line to soften the impact of the fence, the power line and the existing, somewhat rigid line of trees inside the fence at the entrance into the park.

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In view of the concern of the Savile Lane residents about the appearance of the Revercombe tract, it would be desirable to implement the screening proposals on the eastern border of the tract as soon as possible.

Pumping Station Capacity

Several issues concerning utilities and equipment considerations are raised by the revised plan. The most critical appears to be the concern of the State Health Department regarding the pumping capacity of the nearby sanitary sewage pumping station (on Savile Lane, surrounded by the CIA tract). Consultants evaluating the utility requirements have concluded that the current CIA facilities have a peak sewage design flow of 713 gallons per minute (gwm) which will increase to 938 gpm with the additional facilities in the revised master plan. The pumping station has three pumps (two rated at 350 gpm each, and one with a 700 gpm capacity). When operating simultaneously, the combined capacity of the three pumps is unknown, but it is estimated by the County to be in excess of 1,000 gpm.

The Health Department does not concur in the revised master plan since the capacity of the pumping station would be less than the maximum CIA design flow at times in which the 700 gpm pump is out of operation. Accordingly, CIA utility planning consultants have addressed this issue in coordination with the Fairfax County Public Works Department, which operates the pumping station. The consultants have determined that improvements to the existing pumps (installation of more powerful pump motors and new impellers in the existing pumps) will increase their capacity sufficiently to enable the two smaller pumps alone or the large pump alone to meet the projected flow requirements.

The alternatives available to the Commission include (1) approval of the plan with no reservations expressed regarding the sewage pumping capacity, (2) disapproval of the plan pending resolution of the state Health Department's concern, or (3) approval with a recommendation that the matter be resolved as plans proceed for Phase I. The third alternative is recommended since the GSA and CIA have already initiated the work needed to resolve the issue and CIA agrees to seek funding for the necessary improvements.

Storm Runoff

The revised master plan proposals will increase the impervious area of the site by approximately eight acres, causing an increase in runoff of about 12 percent. The GSA and CIA advise in the environmental assessment that the additional runoff generated by the new facilities will be retained in underground structures to keep future peak runoff from exceeding existing flows. Specific proposals for the retention structures should be identified early in the planning process for the Phase I development.

Antennae

As noted, concern has been expressed by citizens regarding potential radiation pollution and radio and television reception interference from the antennae proposed in Phase II in the Scattergood Thorne tract. The CIA advises that there will be no radiation hazard. All microwave dish antennae beams will be pencil point-directed toward the sky and will not be directed toward any surrounding population. The Agency also advises that the antennae will not cause radio and television interference.

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Concern has also been expressed that the antennae placed in the new antenna field will not be fully screened, resulting in adverse impacts on the rural visual character of the Scattergood Thorne tract. CIA advises that the antennae proposed on the site are of the microwave dish type similar to those now seen on the roofs of buildings in the area. According to the CIA, no high mast antennae are required or planned to be installed on the site. CIA further states that the microwave antennae will have a maximum height of 50 feet. Antennae limited to this height would not protrude above the trees that now provide screening from all off-site views of the antenna field site. Although it is possible that there may be glimpses of the antennae from Turkey Run Access Road in winter months, heavy screening is already provided between the road and antenna site. Additional screening is being recommended, as noted above, along the road outside the GSA/CIA fence primarily to soften the visual impact of the fence and power line, but this screening would also reinforce the screening of the antenna field.

Electrical Power Requirements

Because of the aesthetic impact of high electrical lines that were installed through adjacent neighborhoods, extending through the CIA site, a few years ago, the surrounding neighbors are particularly concerned about any CIA power requirements that could necessitate additional lines. VEPCO advises that the existing lines are more than adequate to meet the CIA's future needs. Some residents feel that the excess capacity in the existing lines was planned for increased residential development and that, if partially used for the CIA expansion, future residential development may necessitate additional lines.

In response to this conern VEPCO has reiterated its conclusion that the proposed CIA development will not create the need for new lines in the area. In view of this conclusion, the most appropriate response to this concern would be to urge that the new and existing CIA facilities be planned and operated to be as energy efficient as possible.

Disposal of Excavated Material

Because a hill to the rear of the existing CIA headquarters must be removed for the new building under the revised master plan, roughly 355,000 cubic yards of overburden will have to be removed. The environmental assessment notes some of the comparative impacts of disposing of the hill on-site and at off-site locations. No practical on-site locations are identified, however, and none have been identified in the review. The County Government has expressed interest in the impacts of off-site disposal, but no off-site disposal locations have been identified at this early stage either. Although the location for off-site disposal of excavated material is generally left to contractors, in view of the volume involved and the concern of Fairfax County in this matter, possible alternative off-site disposal areas should be identified early in the planning for the construction of Phase I.

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